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ABSTRACT

The Nebraska State College Libraries share a mutual concern over the need for proper development of quantitative standards and library budget formulas. Their concern is categorized into matters relating to: (1) acquisitions, (2) expense and (3) personnel. Considerable institutional research has been developed in recent years to formulate standards of minimum adequacy of library support in the area of collection development, of expense and of personnel. The recommendations in this document are based on formulas used by the State of Washington College and University Libraries and the State University System of Florida Libraries. These system formulas have been widely copied by other systems as their validity has been tested over five or six years. Included in the appendices are Methods of Funds allocations, and descriptions and qualifications for library technical assistants. (Author/NH)

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PROPOSED MODEL
BUDGET ANALYSIS SYSTEM
AND
QUANTITATIVE STANDARDS
FOR THE
LIBRARIES OF THE NEBRASKA STATE COLLEGES

Prepared by
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Boca Raton, Florida June 1973

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PROPOSED MODEL
BUDGET ANALYSIS SYSTEM and QUANTITATIVE STANDARDS
for the LIBRARIES of the NEBRASKA STATE COLLEGES

I. INTRODUCTION

The Nebraska State College Libraries have requested a review of their current library budgeting procedures and rationale. This review took place during a visit in Lincoln, Nebraska on June 3-5, 1973. Several sessions were held during the visit for the purpose of exchanging ideas and to review tentative recommendations submitted by the consultant.

In attendance at these meetings were

- Dr. James Todd, Nebraska State Colleges;
- Reta King, Chadron State College; Faye Brandt, Peru; Ron Martin, Kearney; Charles Stelling, Wayne; all Directors of Libraries;
- Sharon Brown, Legislative Budget Analyst, State of Nebraska;
- Peter Spyers-Duran, Consultant

II. BACKGROUND INFORMATION

The Nebraska State College Libraries share a mutual concern over the need for proper development of quantitative standards and library budget formulas. Their concern can be categorized into matters relating to (1) Acquisitions, (2) Expense, and (3) Personnel.

A review of the current state of art in the libraries is most timely, as they have just completed a three-year program of

collection development effort in an attempt to bring collections in line with recommendations. The colleges are to be commended for carrying out this three-year goal with dedicated determination.

This, then, is a most opportune time to set new goals and inject fresh ideas into the mainstream of the libraries. Indeed, there is a continued need to develop libraries in a rational manner that will enable them to carry out their specific educational objectives in their respective institutions.

Considerable institutional research has been developed in recent years to formulate standards of minimum adequacy of library support in the area of collection development, of expense and of personnel. The recommendations in this document are based on formulas used by the State of Washington College and University Libraries and the State University System of Florida Libraries. It should be noted that these system formulas have been widely copied by other systems as the validity of their formulas have been tested over five or six years.

The Clapp-Jordon formula developed in the early sixties is considered outdated and impractical for application for several reasons.

First, it was designed on the basis of the 1959 ALA Standards which recommended 50,000 volumes for the first 600 students plus 10,000 volumes for each additional 200 students. In 1959, this was a reasonable minimum standard. However, the size of a minimum core collection has steadily increased since World War II.

The 1948 edition of Harvard's Lamont Catalog contained only 30,000 titles and was the standard for about ten years. Then the University of Michigan's List of the Undergraduate Library became the standard in 1958, replacing the Lamont catalog, with 50,000 volumes.

In 1965 the University of California List contained some 80,000 volumes. The California List has been widely accepted as the minimum norm for basic collections for libraries. The current information explosion has pushed the minimum number of volumes needed by libraries to 85,000 in the States of Florida and Washington, as well as others.

The ALA Standards are under revision, as the Association has recognized the inadequacies of the quantitative statements developed in the mid-1950's.

Second, the Clapp-Jordon formula was not designed for interinstitutional application. It has not developed standard definitions and is full of such vague terms as 'honor students' and 'undergraduate major'. We all know what vagueness can mean in managing the quantitative approach. Vagueness weakens the results as it becomes subject to a wide variation of interpretation. This being the case, the use of the Clapp-Jordon formula for interinstitutional application is highly questionable.

III. RECOMMENDATIONS

The following recommendations are made for adoption by the Nebraska State College Libraries.

A. Collection Development

1) Adopt the following minimum quantitative adequacy of holdings of Units of Library Resources (ULR).

Basic Collection		85,000 ULR
Allowances:		
per FTE Faculty	x	100 ULR
per FTE Lower Div. student	x	15 ULR
per FTE Upper Div. student	x	20 ULR
per FTE Grad. Div. student	x	75 ULR
per Graduate Field	x	7,500 ULR

III. A. 2) The minimum number of ULR to be added per year is to be equal to 7.5 per cent of the estimated holdings at the start of each fiscal year. This factor is also intended to serve as a "floor factor" and would come into effect when a minimum growth is to be established or when the 100 per cent of formula is reached.

For application of formula, see Appendices II and III.

3) Achieve minimum adequacy in steps of not less than 7.5 per cent of the current July 1 size of the collection. Provide funds on an average cost per ULR as follows:

		1973/74 Average Price
Monographic material	60%	$14.50
Periodicals	30%	20.00*
Serials	10%	96.00

*includes binding

4) Establish the average cost for monographs and serials each year prior to budget preparation. Use the latest Bowker Annual for average costs each year. Since Bowker is usually two years behind, add normal inflationary factor to their figures.

5) The State colleges must adopt uniform definitions of holdings. The following recommended definition is adopted from the U.S.O.E.:

> For reporting Unit of Library Resources, one unit (sometimes referred to as 'volume') is a physical item of any printed, typewritten, handwritten, mimeographed or processed work contained in one binding, box or portfolio, hard or paper bound, which has been classified, cataloged or otherwise prepared for use.

III. A. 5) continued-

Include bound periodical volumes. Include only government documents that have been classified and cataloged. Count one (1) reel of microfilm as a unit. Count eight (8) microcards or microfiche as one ULR.

Report all other items (maps, films, records, video tapes, etc.) individually, but do not include them in the formula.

For additional definitions, utilize the ALA Handbook of Concepts, Definitions and Terminology.

6) The current inventory figures obtained by the colleges are probably not accurate because the reporting is not done uniformly. Therefore, it is recommended that a complete re-inventory be conducted by all college libraries based on mutually agreeable common definitions. This activity is essential prior to any assessment of the relative strengths or weaknesses of the libraries from a quantitative point of view.

7) Allocate appropriations for materials among the four institutions based on the allocation formula. This formula is utilized by the nine Florida State universities to their complete satisfaction. For full details, see Appendix I.

8) A separate fund should be established for non-print media. An annual amount equal to not less than ten per cent (10%) of the Print Material budget should by allocated by the colleges. It must be emphasized that this is an add-on budget to the library and should not be squeezed from the book and serials funds.

III. B. Expense Funds

1) Provide adequate expense funds for libraries. Increases are needed in all institutions.

2) Adopt the method of generation of expense funds from the State University System of Florida (see Appendix IV).

3) Delegate greater freedom in the management of these funds to the libraries.

Note: This formula is closely tied to the Acquisition formula. Also, both formulas are sensitive to growth or shrinkage, as the case may be from year to year, in the institutions. They also recognize the various levels of complexity and diversity that the institutions develop.

4) Provide additional expense funds needed to support AV, TV and Graphics activities. This support should be commensurate to individual institutional commitment and interest in these areas.

C. Staffing Needs

1) Adopt the formula used by the state universities in Florida and Washington to determine FTE staffing needs in the Nebraska State Colleges (see Appendix V).

2) A professional/non-professional staff ratio should be developed on the basis that for each professional there will be two non-professional staff.

3) Introduce a para-professional class above the clerical group but below the professional class, i.e.:

Library Technical Assistant

Level I	$5,500 - 8,000
Level II	7,000 - 9,500
Level III	7,800 - 10,700

Wage structure should be reviewed annually. (For position description, see Appendix VI.)

III. C. 4) Review professional salaries annually and bring them up to national levels. The following professional salary levels recommended are based on a recent national salary survey completed for the Florida state institutions and on the 1972 NEA Salary Survey.

Professional Librarians

	Min.	Midpoint	Max.
Level I	$ 9,300	$13,500	none
Level II	10,800	15,800	none
Level III	12,700	18,500	none
Level IV	13,600	20,000	none
Directors	17,500	24,500	none

5) In order to maintain efficient , productive non-professional staff with a minimum of turnover, the State system should pay prevailing local wages for secretaries, typists, clerks.

6) Staffing for media programs should be based on services needed. The Colleges should follow the Guidelines For Audio-Visual Services in Academic Libraries. These guidelines recommend the establishment of the following positions as minimum support:

1 Audio-Visual Librarian
1 Technician
1 Graphics Artist
1 Clerical assistant
1 TV Director

These positions should not be supported at the detriment of normal library support needed by the students and faculty.

III. D. General Recommendations

1) It is strongly recommended that the four College Librarians form a Council of Librarians. This Council should meet as often as necessary, but not less than six times a year. The purpose of the Council would be to find joint solutions to common problems and to develop joint projects that could even save some tax funds in the long run.

2) The Council of Librarians should invite the two University Libraries to join them in broadening the level of cooperation among institutions. The UNL Library should be looked upon as a statewide resource center that aids the smaller libraries and supplements their resources. Such cooperative measures may have far-reaching effects on library expenditures and improved access to materials.

APPENDIX I

I. METHOD OF ALLOCATION OF APPROPRIATED BOOK FUNDS FOR THE INSTITUTIONS OF THE STATE COLLEGES OF NEBRASKA

A. OBJECTIVES

1. To provide each institutions with a book budget which, over and above providing an assured minimum level, reflects the size of its faculty and student body as well as the diversity and level of its programs and the existing collection deficiency.

2. To prevent drastic fluctuations in the annual book budgets of the institutions.

B. METHODOLOGY

The total book budget, for the purpose of arriving at allocations to the various institutions, is to be divided into three components:

- The annual Base Budget is Component A.
- The allocation based on size of student body, faculty and level of programs is Component B.
- The allocation to improve collection deficiencies as established by the Formula designed for Nebraska's State Colleges is Component C.

1. Detail of Method of Book OCO Allocation

(a) COMPONENT A (40%)

Each institution is to receive an Annual Base Budget which does not take into consideration the size of faculty and student body, the diversity and level of programs and the collection deficiencies.

This base budget is to be viewed as a floor, rather than an adequate minimum for operations. This cushion helps to minimize undesirable, extreme fluctuations in funding level. This floor level should be 40 per cent of the total book budget.

B. 1. (c) COMPONENT C (30%)

Thirty per cent of the total State book budget is to be distributed under the technique described as Component C. This component is allocated to the institutions so as to reflect existing collection deficiencies and to help resolve these deficiencies. The proper utilization of Component C provides a gradual growth program to give Nebraska State College libraries proportionate opportunities to close existing gaps, reducing these year by year.

Establish the number of volumes each institution is entitled to under the Formula.

Subtract the July 1 beginning inventory to establish the deficiency for each institution and then add the number of volumes generated by Components A and B to establish the net deficit.

Total these columns to determine the System-wide deficiency in holdings.

Establish the percentage of deficiency of the System total for each institution. Distribute funds available in Component C based on these percentages. Allocate on percentage deficit scale.

Thus, Component C is expressed as follows:

$$\frac{\text{(Percentage of Total State Volume Deficiency X 30\% of State Book OCO)}}{100}$$

B. 1. (b) COMPONENT B (30%)

Thirty per cent of the total book budget is to be distributed under the technique described as Component B. This component is allocated to the institution in terms of the size of faculty and student body, and the diversity and level of programs.

The variables and their weights follow the Washington Formula as modified for Nebraska State Colleges.

Variables		Weights
Number of graduate fields	x	7,500
Number of FTE faculty	x	100
Number of FTE students (2-semester average)		
Lower Division	x	15
Upper Division	x	20
Graduate Division	x	75

Multiply weights with variables to arrive at points. Total the points for each institution and for the State System, which we will call Grand Total Points.

Establish for each institution the percentage its points represents of the Grand Total Points.

The percentage derived in this manner will determine the percentage of dollars available from the total sum representing the System total for Component B.

Therefore, Component B amounts to this formula:

$$\frac{\text{(Percentage of Grand Total Points X 30\% of State Book OCO)}}{100}$$

B. 1. (c) COMPONENT C (30%)

Thirty per cent of the total State book budget is to be distributed under the technique described as Component C. This component is allocated to the institutions so as to reflect existing collection deficiencies and to help resolve these deficiencies. The proper utilization of Component C provides a gradual growth program to give Nebraska State College libraries proportionate opportunities to close existing gaps, reducing these year by year.

Establish the number of volumes each institution is entitled to under the Formula.

Subtract the July 1 beginning inventory to establish the deficiency for each institution and then add the number of volumes generated by Components A and B to establish the net deficit.

Total these columns to determine the System-wide deficiency in holdings.

Establish the percentage of deficiency of the System total for each institution. Distribute funds available in Component C based on these percentages. Allocate on percentage deficit scale.

Thus, Component C is expressed as follows:

(Percentage of Total State Volume Deficiency X 30% of State Book OCO)

APPENDIX II

SUMMARY DATA*

ITEM	CHADRON	PERU	KEARNEY	WAYNE
FTE FACULTY	84.6	41.3	220.0	101.5
2-SEMESTER AVERAGE STUDENTS				
Lower	1,071.5	429.5	2,633.0	969.5
Upper	639.0	377.5	1,963.0	870.0
Graduate	74.5	-0-	479.0	54.0
TOTAL	1,830.0	807.0	4,475.0	1,893.5
FTE LIBRARY STAFF				
Professional	7.0	3.0	12.5	7.0
Clerical	3.0	2.5*	8.5*	7.75*
Student	1.5	.5	3.0	1.75
SALARY EXPENSE				
Professional	$ 69,960.	$ 36,900.	$134,590.	$ 81,650.
Clerical	14,091.	11,669.	47,460.	49,577.
Student	6,791.	2,723.	15,874.	-?-
COLLECTION SIZE	105,000	66,400	229,593	112,000
CAPITAL EXPENDITURES	$ 70,000.00	$ 18,295.00	$204,016.00	$ 82,800.00
TOTAL EXPENDITURES PER				
Student	$ 116.29	$ 94.46	$ 96.35	$ 126.50
Faculty	2,533.00	1,845.00	1,959.00	2,371.00
EXPENSES INCLUDING TRAVEL	$ 30,082.00	$ 6,650.00	$ 29,246.00	$ 25,541.00
TOTAL LIBRARY BUDGET 1972/1973	$212,824	$ 76,237	$431,186	$239,568

*Estimated

PSD
6/8/73

APPENDIX III

APPLICATION OF
MINIMUM QUANTITATIVE ADEQUACY OF HOLDINGS
OF LIBRARY RESOURCES
FOR 1973-74**

		CHADRON	PERU	KEARNEY	WAYNE
Basic Collection = 85,000 ULR*		85,000	85,000	85,000	85,000
FTE Faculty	x 100 ULR	8,460	4,130	22,000	10,100
FTE Students:					
Lower Div.	x 15 ULR	16,065	6,435	39,495	14,535
Upper Div.	x 20 ULR	12,780	7,540	39,260	17,400
Graduate Div.	x 75 ULR	5,625	-0-	35,925	4,050
Graduate Fields	x 7500 ULR	7,500	-0-	7,500	7,500
Total Formula-generated ULR		135,430	103,105	229,180	138,585
JULY 1, 1973 estimated ULR		105,000	66,400	159,000	112,000
Percentage of Holdings of Formula		77.5%	64.4%	69.3%	81.0%

*ULR = Units of Library Resources

** For illustration of technique only since same basic input is estimated

PSD
6/8/73

APPENDIX IV

METHOD OF ALLOCATION OF EXPENSE FUNDS FOR NEBRASKA STATE COLLEGES*

Expense fund needs are generated in many different ways in libraries. However, these needs can be expressed in three general categories:

A. Volumes Added

B. Students Served

C. Library Staff Employed

To utilize only one of the above categories for developing an allocation formula would create an immediate imbalance among institutions.

A THREE-WAY MEASURE of needs will eliminate much of the bias that would prevail otherwise.

A. Establish the number of volumes to be added to collections by dividing Book Fund allocations by appropriated dollar per volume figure.

B. Take a 2-semester average of FTE students for each campus for current year as allocated.

C. Take FTE salaried (not to include OPS) library positions for each campus.

Assign the following weights to the named categories:

Category		Weight
A. No. of Volumes to be added	X	3.0
B. 2-semester average FTE students	X	3.0
C. No. of FTE staff	X	250.0

The following formula is generated:

$$\left(\frac{A + B}{2}\right) + C = \text{Expense Weights}$$

Multiply weights with variables as shown in formula. 1 weight = $1.00

* Adopted from the State University System of Florida formula.

APPENDIX V

METHOD OF DETERMINATION AND ALLOCATION OF FTE STAFFING NEEDS FOR THE STATE COLLEGES

Staffing needs should be determined based on productivity each library is expected to carry out.

A. PUBLIC SERVICES

FTE Students	Formula weighted at
Lower	1.00
Upper	1.73
Graduate	2.05
FTE Faculty	4.76
Registered outside users	1.00

Determine the total weighted enrollment and divide by a factor of 300 to determine FTE Formula Public Services Staff.

B. TECHNICAL PROCESSES

Add the number of units of library resources estimated to be added in the year to which the calculation applies, to the total units held at the beginning of the year.

Multiply that figure by the units to be added and divide by 1,000,000 to derive "Weighted Units to be Added" (WUA). Multiply the WUA by the following factors and add the following constants:

1 to	14,999 WUA	multiply by .01514 and add 67
15,000 to	41,999 WUA	multiply by .00664 and add 194
42,000 to	300,000 WUA	multiply by .00360 and add 322

Divide the WUA by the factor resulting from the above calculation to derive FTE Formula Technical Processes Staff.

APPENDIX VI*

LIBRARY TECHNICAL ASSISTANT I

DISTINGUISHING CHARACTERISTICS OF WORK

This is routine sub-professional library work requiring a working knowledge of the services, practices and procedures of one functional area of a library.

An employee in a position allocated to this class is responsible for performing a variety of detailed routine or limited complex library duties within established guidelines and practices. Work may involve the elementary knowledge of cataloging practices and established rules for form and content of bibliographic entries; familiarity with reference and acquisition sources, terminology, content and classification scheme of the book collection; and a limited knowledge of a foreign language to process foreign publications. Duties may include working with and assisting library users and a limited degree of typing responsiblities.

Work is performed under the general supervision of a Library Technical Assistant II or III or a professional librarian and is reviewed while in progress and upon completion for results obtained.

EXAMPLES OF WORK PERFORMED

(NOTE: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.)

Searches main card catalog, serial records, or order files for books and serials.

Insures correctness of author, title, addition, date, or pagination for each publication.

*Source: State of Florida Career Service Personnel Position Descriptions

Maintains records of serial publications with a wide range of subject matters, formats and languages.

Searches permanent catalogs, status files, and standard bibliographic works for titles which clerks have been unable to locate.

Adapts Library of Congress printed cards for making the proper notations to correspond with book in accordance with established procedures.

Maintains vertical files or other collections such as dictionaries, catalogs, or other publications under the direction of a professional librarian.

Handles routine interlibrary loan transactions under supervision.

Maintains microform collections, insures correct sequence of material within each storage unit, interfiles new material received, and maintains departmental records of microforms.

Instructs readers in the use of microform reading equipment.

Processes or supervises the processing of library material for circulation.

Completes searches for lost books and determines reorder information if book is in print.

Performs related work as required

MINIMUM TRAINING AND EXPERIENCE

Graduation from a standard high school and two years of progressively responsible library experience.

College work may be substituted on a year-for-year basis.

An equivalency diploma issued by a state department of education or by the United States Armed Forces Institute, or a qualifying score on the Division of Personnel Educational Attainment Comparison Test may be substituted for high school graduation.

LIBRARY TECHNICAL ASSISTANT II

DISTINGUISHING CHARACTERISTICS OF WORK

This is advanced sub-professional library work requiring extensive knowledge of a functional area within a library.

An employee in a position allocated to this class is responsible for a variety of duties requiring broad understanding of the functioning of the department as a whole and the detailed knowledge of routines in their own work area. Duties may involve the application of library policies and procedures to the pertinent area's specialization; supervision of Library Technical Assistant I's and clerks; the coordination of work flow and maintenance of records and statistics; performing increasingly complex bibliographic searching; and applying basic cataloging practices.

Work is performed under the general supervision of a Library Technician Assistant III or a professional librarian and is reviewed upon completion for results obtained.

EXAMPLES OF WORK PERFORMED

(NOTE: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.)

Performs advanced bibliographic searching requiring extensive knowledge of bibliographic tools, indexes, abstracts, and searching techniques.

Under the general supervision of a professional librarian corresponds with dealers, processes orders, requests price quotes, initiates searches and handles claims and follow-up correspondence.

Supervises the receipt and checking in of serials and journals received on current subscription.

Edits Library of Congress catalog cards and performs simple cataloging of added copies, variant additions, and, reprints of titles already in collection.

Processes more complex interlibrary loan transactions; locates copies of titles requested and helps in other collections; lends titles requested by other institutions and maintains special borrowers files.

Provides reference assistance under the general supervision of a professional librarian.

Maintains and services special collections in one or more subjects, such as art, music, maps, archives, audio-visual materials and education curriculum collections.

Supervises a small circulation department or major section of a large circulation department.

Performs related work as required.

MINIMUM TRAINING AND EXPERIENCE

Graduation from a standard high school and four years of progressively responsible library experience.

College work may be substituted on a year-for-year basis.

An equivalency diploma issued by a state department of education or by the United States Armed Forces Institute, or a qualifying score on the Division of Personnel Educational Attainment Comparison Test may be substituted for high school graduation.

LIBRARY TECHNICAL ASSISTANT III

DISTINGUISHING CHARACTERISTICS OF WORK

This is responsible supervisory and/or highly technical sub-professional library work in one or more functional areas of a library.

An employee in a position allocated to this class is responsible for relieving professional librarians by planning, assigning and reviewing the work of a group of library technicians; organizing and/or implementing various routines and procedures; and performing highly technical work requiring extensive training in the areas of cataloging, acquisitions, reference or circulation work. Duties may require the working knowledge of one or more foreign languages.

Work is performed under the general direction of a professional librarian and is reviewed periodically through conferences and evaluation of completed assignments.

EXAMPLES OF WORK PERFORMED

(NOTE: These examples are intended only as illustrations of the various types of work performed in positions allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.)

Supervises subordinate library technical assistants assigned to a department or section within the library.

Trains new personnel in proper library procedures or practices and aquaints them with library policies in effect.

Performs all phases of acquisitions work with the exception of book selection.

Performs bibliographic searching of domestic and foreign titles requiring in depth knowledge of bibliographic tools and use in the library.

Handles problem areas the other library technicians are unable to varify.

Organizes and supervises the entire operation of a serials records maintenance.

Directs bindery preparation procedures for both monographs and serials, and examines all material returned from the binder to varify that all bindery instructions have been carried out as requested.

Assists professional catalogers in the revision of simple cataloging work performed by subordinate library technical assistants.

May be responsible for the processing of federal and/or state documents.

Supervises a large circulation department and performs the basic public relations work as the position demands.

Trains and supervises all clerical employees engaged in the interfiling and maintenance of the various library files, including the authority files, shelf lists and main card catalog.

Performs related work as required.

MINIMUM TRAINING AND EXPERIENCE

Graduation from a standard high school and five years of progressively responsible library experience.

Graduation from a college or university with a baccalaureate degree in Library Science.

Graduation from a college or university and one year of progressively responsible library experinece.

An equivalency diploma issued by a state department of education or by the United States Armed Forces Institute, or a qualifying score on the Division of Personnel Educational Attainment Comparison Test may be substituted for high school graduation..